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S E C R E T SECTION 1 OF 2 USNATO 4278

E.O. 11652: GDS 12-31-82

TAGS: PARM, NATO

SUBJECT: WINTEX-75

REF: USNATO 4183

BEGIN SUMMARY: MISSION SUMMARIZES STATUS OF NATO HQ PREPARATIONS FOR EXERCISE WINTEX-75 AND REVIEWS PRELIMINARY DISCUSSIONS HELD BY THE COUNCIL OPERATIONS AND EXERCISE COMMITTEE (COEC) ON JULY 30. DURING THIS MEETING THE NETHERLANDS REP PRESENTED THE CRITICAL VIEWS OF HIS AUTHORITIES ON THE EXERCISE, ESPECIALLY CONCERNING NATO HQ PARTICIPATION AND CIVIL EMERGENCY PLANNING. MISSION FEELS THAT THE DPC/MC WOULD BENEFIT MORE IF ACTIVELY ENGAGED IN AN EARLIER PHASE OF THE EXERCISE, LEADING UP TO THE DECLARATION OF GENERAL ALERT; THIS WOULD ALLOW BETTER EVALUATION OF CRISIS MANAGEMENT PROCEDURES AND MORE OPPORTUNITY FOR CIVIL/MILITARY COOPERATION. HOWEVER, IF READJUSTMENT OF NATO HQ PARTICIPATION IS NOT PRACTICAL AT THIS STAGE IN THE PLANNING, MISSION FAVORS PARTICIPATION AS PRESENTLY PROPOSED IN EXERCISE SPECIFICATIONS AND BY THE MILITARY COMMITTEE. IN ANY CASE, THE COMPOSITION AND LOCATION OF THE NATO
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RESPONSE CELL SIMULATING DPC/MC ACTIONS WARRANTS CAREFUL CONSIDERATION. ACTION REQUESTED: WASHINGTON GUIDANCE BY SEPTEMBER 4. END SUMMARY.

1. BY WAY OF BACKGROUND, THE MILITARY COMMITTEE HAS APPROVED BY MCM-46-74 THE EXERCISE SPECIFICATIONS (EXSPEC) FOR WINTEX-75 SUBJECT TO CERTAIN AMENDMENTS CONCERNING THE YUGOSLAV GOVERNMENT, THE SEQUENCE OF EVENTS AND ORANGE OBJECTIVES IN THE SOUTHERN REGION. THE MILITARY COMMITTEE ENDORSED THE MNC'S PROPOSAL WITH REGARD TO NATO HEADQUARTERS PARTICIPATION IN THE EXERCISE AND SPECIFICALLY RECOMMENDED THAT THE DPC/MC ACTIVELY PLAY FROM 0001Z ON X PLUS 4 UNTIL THE COMPLETION OF DPC CONSIDERATION OF THE INITIAL SELECTIVE RELEASE OF NUCLEAR WEAPONS FOR TACTICAL USE. THIS WOULD INVOLVE THE PERIOD STARTING EARLY SUNDAY, MARCH 9 TO APPROXIMATELY MARCH 11, 1975. IN ADDITION, THE MILITARY COMMITTEE ENDORSED THE EXSPEC PROPOSAL THAT RESPONSE CELLS COMPOSED OF APPROPRIATE PERSONNEL SIMULATE NECESSARY RESPONSES FROM THE DPC/MC DURING OTHER PERIODS BETWEEN THE BEGINNING OF THE PRE-EXERCISE PERIOD AND THE END OF THE EXERCISE.

2. BY PO/74/107, THE SYG HAS REQUESTED THE COEC TO REVIEW THE EXSPEC, WITH MC MODIFICATIONS AND RECOMMENDATIONS (MCM-46-74), WITH A VIEW TOWARD MAKING COORDINATED RECOMMENDATIONS TO THE DPC. AS REPORTED REFTEL, THE COEC HELD A PRELIMINARY DISCUSSION ON JULY 30 AND WILL DISCUSS THE EXERCISE IN DETAIL AT ITS NEXT MEETING ON SEPTEMBER 11. COEC ACTING CHAIRMAN (VINCENT) CIRCULATED AC/237-N/111 WHICH CONTAINED FIVE QUESTIONS BEARING ON FUTURE COEC CONSIDERATION OF THE EXERCISE AND ON WHICH NATIONAL VIEWS ARE REQUESTED BY THE NEXT MEETING. THESE QUESTIONS ARE:

QUESTION 1: IS THE PRINCIPLE OF DPC PARTICIPATION IN WINTEX-75 GENERALLY AGREED?

QUESTION 2: IF SO, ARE THE PROPOSALS CONCERNING THE MODALITIES OF DPC PARTICIPATION IN PARAGRAPH 3 OF MCM-46-74 AND PARAGRAPH 4A. OF THE EXERCISE SPECIFICATION ACCEPTABLE? SPECIFICALLY, IS IT AGREED THAT THE DPC SHOULD ACTIVELY PLAY COMMENCING AT 0100A ON SUNDAY 9TH MARCH?

QUESTION 3: WHAT WILL BE THE LENGTH OF DPC PARTICIPATION? THE PHRASE IN PARAGRAPH 3 OF MCM-46-74 "UNTIL THE COMPLETION OF SECRET

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DPC CONSIDERATION OF THE INTIAL SELECTIVE RELEASE OF NUCLEAR WEAPONS FOR TACTICAL USE" MAY REQUIRE CLARIFICAATION, SINCE THE CUT-OFF POINT BETWEEN INTIAL AND FOLLOW-ON TACTICAL USE OF NUCLEAR WEAPONS IS NOT READILY IDENTIFIABLE. IN THIS CONNEC- TION, ACCOUNT SHOULD BE TAKEN OF THE STATEMENT IN DPC/D(71)19 THAT IT WOULD BE PREFERABLE TO RESTRICT THE ACTIVE PARTICIPATION OF HIGHER POLITICAL ELEMENTS IN WINTEX EXERCISES TO A LIMITED PERIOD - OF THE ORDER OF, SAY, 36 OR 48 HOURS; WHATEVER THE LENGTH OF TIME DECIDED ON, THE COMMITTEE MAY AGREE THAT THE TERMINAL POINT OF DPC PLAY MUST BE CLEARLY IDENTIFIED IN ADVANCE.

QUESTION 4: HOW GREAT A NUMBER OF NUCLEAR RELEASE REQUESTS MAY BE EXPECTED? SOME INDICATION OF THIS WOULD BE APPRECIATED

SINCE PERMANENT REPRESENTATIVES WILL PRESUMABLY REQUIRE TO KNOW WHETHER IT IS PROPOSED THAT THEY (OR THEIR DEPUTIES) SHOULD BE AVAILABLE AT SHORT NOTICE ROUND THE CLOCK.

QUESTION 5: IT IS GENERALLY ACCEPTED THAT NO NUCLEAR RELEASE REQUESTS SHOULD REACH THE NATO HEADQUARTERS BEFORE THE ENTRY OF THE DEFENSE PLANNING COMMITTEE INTO ACTIVE PLAY?

3. FOLLOWING CIRCULATION OF AC/237-N/111, THE NETHERLANDS COEC REP (HOFMAN) PRESENTED HIS AUTHORITIES' VIEWS ON WINTEX-75 WHICH HAVE BEEN DISTRIBUTED AS AC/237-N/112 AND ARE SUMMARIZED BELOW:

A. WINTEX-75 WILL NOT PROVIDE AMPLE OPPORTUNITY, AS SUGGESTED IN PARA 3 OF THE EXERCISE OP-ORDER, FOR NATO PLAY OF CRISIS MANAGEMENT PROCEDURES. FROM A DPC POINT OF VIEW, WINTEX-75 IS NO MORE ATTRACTIVE THAN ITS PREDECESSORS.

B. THE NETHERLANDS RECOGNIZES THE MILITARY REQUIREMENTS OF TRAINING EVER-CHANGING STAFFS AND TESTING ALL AVAILABLE PROCEDURES. THE POLITICO-MILITARY QUESTION REMAINS, HOWEVER, WHETHER AN MC 14/2 SCENARIO SHOULD BE DEVELOPED IN THE WINTEX SERIES TIME AND AGAIN. DOES NATO WISH TO GIVE THE IMPRESSION THAT AN EXERCISE INVOLVING PREPARATION FOR CONVENTIONAL WAR, AS OUTLINED BY SECRETARY SCHLESINGER, IS OUT OF THE QUESTION?

C. COEC SHOULD NOT SCREEN THE ENTIRE SET OF WINTEX-75 PAPERS BUT ONLY CONCENTRATE ON THAT PART OF THE SCENARIO FOR WHICH COEC COULD PROPOSE DPC PARTICIPATION. THIS PROCEDURE WAS FOLLOWED IN SECRET

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WINTEx-73.

D. THE MNC PROPOSAL, WITH MC ENDORSEMENT, TO FOCUS DPC PARTICIPATION ON INITIAL DEFENSE TACTICAL USE OF NUCLEAR WEAPONS IS THE SAME PROCEDURE FOLLOWED IN WINTEX-73. BECAUSE OF CONSTRAINTS IMPOSED, THE VALUE OF DPC PARTICIPATION WAS LIMITED CONSIDERABLY; SIMILAR CONSTRAINTS CAN BE EXPECTED TO APPLY FOR WINTEX-75. THE NETHERLANDS AUTHORITIES ARE NOT IN FAVOR OF SUCH DPC PARTICIPATION BOTH BECAUSE OF THE REPETITION AND OF THE LIMITING FACTORS.

E. THEREFORE, THE NETHERLANDS PROPOSES THAT DPC/MC/NATO HQ PARTICIPATION BE IN A DIFFERENT AREA OF THE EXERCISE SPECTRUM, FOCUSING ON CRISIS MANAGEMENT, INCLUDING THE DECLARATION OF GENERAL ALERT.

F. THE MNC AND THE MC PROPOSE THAT A RESPONSE CELL BE ESTABLISHED AT NATO HQ TO PROVIDE SIMULATED DPC/MC DECISIONS DURING THE PRE-EXERCISE PERIOD AND THOSE PERIODS OF ACTIVE PLAY WHEN THE DPC IS NOT PARTICIPATING. ALTHOUGH NOT OBJECTING TO AN IS/IMS ELEMENT MONITORING THE EXERCISE, THE NETHERLANDS DOES OBJECT TO THE VERY IDEA OF STAFF ELEMENTS SIMULATING NATIONAL

DECISIONS.

G. DUE TO LACK OF GOOD COORDINATION IN PLANNING OF WINTEX-75 OPPORTUNITIES ARE LACKING FOR MEANINGFUL CIVIL-MILITARY PLAY, ESPECIALLY CONSIDERING THE LIMITED AMOUNT OF DPC INVOLVEMENT DURING AN ADVANCED STAGE OF THE EXERCISE. EXSPEC'S FOR NCWA'S (NATO CIVIL WARTIME AGENCIES) ARE LACKING IN APPRECIATION OF NCWA'S ROLE AND ORGANIZATION. NATIONAL AND INTERNATIONAL CIVIL PREPAREDNESS REPRESENTATIVES SHOULD PARTICIPATE IN THE EXERCISE PLANNING PROCESS. NATIONAL EXERCISES PLANNED TO TAKE PLACE IN PARALLEL WITH WINTEX-75 WILL SUFFER FROM THE SAME RESTRICTIONS FACED BY NATO HQ. NATIONAL PARTICIPANTS WILL NOT BE ABLE TO FOLLOW ACTIONS TO THEIR FINAL CONCLUSIONS OR MONITOR THE RESULTS OF ALL ACTIVITIES. LACK OF HIGH-LEVEL PARTICIPATION DURING MOST OF THE EXERCISE AND DIFFERENCES OF PLAY AMONG MEMBER NATIONS WILL SERIOUSLY LIMIT THIS ASPECT OF THE EXERCISE.

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4. MISSION'S VIEWS ARE SIMILAR TO THOSE OF THE NETHERLANDS. WE FEEL DPC PARTICIPATION, IF LIMITED TO THE INITIAL REQUEST FOR SELECTIVE RELEASE OF NUCLEAR WEAPONS, PRESENTS A NARROW AND UNREALISTIC EVALUATION OF NATO HQ CRISIS MANAGEMENT PROCEDURES, ALTHOUGH WE DO NOT QUESTION THE VALUE OF THE EXERCISE TO THE MNC'S. BECAUSE OF THE SENSITIVITY OF MANY ASPECTS OF THE SITUATION, MISSION DOES NOT FAVOR AN IS/IMS RESPONSE CALL AT NATO HQ SIMULATING NATIONAL DECISIONS. NOR DO WE FEEL THAT CIVIL AGENCIES AT NATO HQ OR IN NATIONS WILL BE FULLY EXERCISED.

5. IN VIEW OF THE FOREGOING, MISSION SEES THREE BASIC ALTERNA-

TIVES CONCERNING NATO HQ PARTICIPATION WHICH WILL, OF COURSE, BE REFLECTED IN THE DEGREE AND NATURE OF NATIONAL PARTICIPATION. THESE ALTERNATIVES ARE:

A. NO ACTIVE DPC/MC PARTICIPATION. THIS PROBABLY WOULD REQUIRE EITHER A NATO HQ RESPONSE CELL OR A SHAPE STAFF RESPONSE CELL WHICH WOULD SIMULATE NATO HQ RESPONSES THROUGHOUT THE EXERCISE. THIS ALTERNATIVE WOULD REDUCE THE VALUE OF THE EXERCISE FROM THE MNC'S POINT OF VIEW, BUT ONLY DURING THE SHORT SECRET

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PERIOD OF CTIVE DPC/MC PLAY PRESENTLY ENVISAGED. ON THE OTHER HAND, THE DPCMC WOULD NOT PROFIT A GREAT DEAL ANYWAY CONSIDERING THAT THE OPPORTUNITY FOR MEANINGFUL DECISION-MAKING AND CONSULTATION WOULD BE GREATLY REDUCED BY LIMITING DPC/MC ACTIVE PLAY TO THE PERIOD AFTER THE DECLARATION OF GENERAL ALERT.

B. PARTICIPATION AS PROPOSED BY THE EXSPEC AND ENDORSED BY THE MC. AS DISCUSSED ABOVE, THIS WOULD BE OF LIMITED VALUE TO NATO HQ, BUT WOULD PROVIDE THE DPC/MC AN OPPORTUNITY TO ENGAGE IN THE NUCLEAR CONSULTATION PROCESSES AS SET FORTH IN DPC/D(69)59 AND DPC/D(74)17. IN THIS REGARD, MISSION RECOGNIZES THAT USE OF NUCLEAR EXERCISE OPTIONS COULD LEAD TO UNWARRANTED CONCLUSIONS AS TO WHEN AND WHERE THEY MIGHT BE USED IN AN ACTUAL CONFLICT.

C. PARTICIPATION DURING A DIFFERENT POTION OF THE EXERCISE. AS SUGGESTED BY THE NETHERLANDS, THE DPC/MC MIGHT BE ABLE TO PARTICIPATE IN AN EARLIER PORTION OF THE EXERCISE, LEADING UP TO THE DECLARATION OF GENERAL ALERT. SUCH PARTICIPATION MIGHT BEGIN ON X-DAY (WED, MARCH 5) AND ED ON X PLUS 3 (SAT, MARCH 8). IN THIS CASE, NATO HQ WOULD HAVE BETTER OPPORTUNITY TO ENGAGE IN CRISIS MANAGEMENT PROCEUDRES AND IN FURTHER EVALUATION OF THE NATO ALERT SYSTEM, ESPECIALLY RELATING TO GENERAL ALERT. IN THIS REGARD, MISSION NOTES THAT A FORTHCOMING CHANGE TO THE ALERT SYSTEM PRIMARILY CONCERNS GENERAL ALERT AND WAS DEVELOPED AS A RESULT OF LESSONS LEARNED FROM HILEX-5. OPPORTUNITY TO EVALUATE THIS CHANGE, AS WELL AS THE ALERT SYSTEM AS A WHOLE, WILL BE GREATLY RESTRICTED BY THE PROPOSED NATO HQ PARTICIPATION IN WINTEX-75. HOWEVER, CHANGING THE DATES OF DPC/MC ACTIVE PLAY MAY BE DIFFICULT FROM THE MNC'S POINT OF VIEW, AS WELL AS FROM THAT OF NATIONS WHO HAVE PLANNED LOCAL EXERCISES TO RUN IN CONJUNCTION WITH WINTEX-75.

6. ON BALANCE, MISSION FEELS THAT THE THIRD ALTERNATIVE, ADVANCED IN SUBPARA 5 C ABOVE, IS THE MOST DESIRABLE. HOWEVER, CHANGING THE TIME FRAME OF DPC/MC PARTICIPATION AT THIS LATE DATE MAY NOT BE PRACTICAL, AND IF THIS IS THE CASE, WE MAY HAVE NO ALTERNATIVE TO PARTICIPATION AS PRESENTLY PROPOSED. CONCERNING THE RESPONSE CELL WHICH WOULD SIMULATE DPC/MC ACTIONS DURING PERIODS WHEN THE DPC/MC IS NOT ACTIVELY PLAYING, MISSION CONSIDERS THAT THE CELL COULD EITHER BE FORMED AT SHAPE OR ESTABLISHED AT NATO HQ PROVIDING NATIONAL REPRESENTATIVES, PERHAPS IN THE FORM OF AN EXISTING

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COMMITTEE, WERE INCLUDED AS WELL AS MEMBERS OF THE IS/IMS. IN THE LATTER CASE, MISSION COULD COORDINATE ACTIONS WITH THE WASHINGTON RESPONSE CELL ON MORE OR LESS AN INFORMAL BASIS UNTIL SUCH TIME AS THE DPC BECOMES ACTIVELY INVOLVED.

7. ACTION REQUESTED: WASHINGTON VIEWS ON DPC/MC PARTICIPATION IN WINTEX-75, THE COMPOSITION AND LOCATION OF THE NATO RESPONSE CELL, AND SPECIFIC GUIDANCE ON QUESTIONS CONTAINED IN PARA 2 ABOVE. REQUEST REPLY BY SEPTEMBER 4.

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